SCHOOL OF SOCIAL WORK
University of Illinois
Navy Pier, CHICAGO

The COMPASS

AMERICAN · ASSOCIATION · OF · SOCIAL · WORKERS
130 E. 22d St. · New York City

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Discussion material bearing on subjects which will be under consideration at the Delegate Conference in Washington, February 15th-17th, is being sent to all delegates. As much of this material as is available at the present time is included in this issue of *The Compass* for the information of the membership as a whole. The tentative program for the Conference and discussion material will be found on pages 2 to 19.

Mobility of Social Workers

The Committee on Employment Practices and Ethics of the Buffalo Chapter has been working with the Division on Employment Practices on a consideration of the benefits and drawbacks of the present mobility in our professional group. The Committee, as a preliminary to their discussion, made a brief survey of staff turnover for the period from January 1, 1930 to November 1, 1934 in five local agencies—four private and one public (the public agency a civil service one, little touched by the depression). These figures are not ready for publication, but preliminary analysis shows that during the four years and ten months under study, seventy-nine workers left these five agencies, 62.1% of them leaving by the end of the third year. This would seem to indicate that the turnover is largely in the younger group of workers. The Committee is considering a study of staff turnover in a larger group of agencies prior to the depression as well as a further statistical analysis of the turnover for those agencies already reviewed.

The Committee has not as yet attempted to explain the present state of flux, but feels that "within limits, this mobility is advantageous to the individual, to the agencies among which he moves, and to the communities between which he interchanges. The most desirable form of security in any job is that which comes from a sense of adequate education and rounded experience. In the field of social service in practically all its branches, those so equipped have not experienced unemployment. Therefore, trained social workers during the last five years have probably been the most mobile class in the professional category. Carrying their 'security' with them, they have dared to change jobs."

The Committee considers that one of its main objectives is to try to define limitations within which this mobility is effective to the worker, to the agency, and to the community. "As professional workers, we owe to ourselves as well as to the agency and community a period of service during which we function to our full capability. Except in unusual circumstances, leaving an agency under the period when effective service can be rendered is disturbing, demoralizing, and disintegrating to the agency and to its staff. The resulting loss of continuity and service to the client is a serious disadvantage to the community. To an extent the worker himself must experience these disadvantages."

The Committee is working in an attempt to define minimum tenure of job for effective service, giving consideration to ways and means of minimizing turnover on the one hand and promoting it on the other for "mobility within limitation is good for the worker, for the agency and for the community. Its advantages need to be impressed on some individuals and agencies—its limitations on others."

Examination for Registration

Registration in California, set up as a voluntary system under the State Conference of Social Work, has moved on to the examination stage. After the year allowed for the blanketing in of practising social workers who had had two years of experience in recognized social agencies in California, the Board of Examiners has taken the next step of setting up examinations.

Confronted by the first problem of who should be eligible to take examinations, the Board decided that examinations should be required of graduates of professional schools as well as of those without professional training. This requirement was considered desirable by the Board for two reasons:

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(1) because the value of examinations as a test of fitness could be determined only if the well trained as well as the less well trained took them, and (2) because the professional schools would be held to their highest standards if they knew that their graduates would have to take the state examinations along with everyone else.

Qualifications for applicants eligible to take examinations were therefore set up in the classifications given below.

Applicants must possess the following qualifications:

1. Must, at the time of examination, be residing in California.
2. Must be at least 21 years old.
3. Must give evidence of education and/or experience as outlined in one of the following categories:
   a. Completion of one year of graduate work in a school of social work approved by the American Association of Schools of Social Work; or
   b. Graduation from a recognized college or university plus completion of an undergraduate curriculum in social work approved by the American Association of Schools of Social Work, plus one year of employment on salary as a social worker in a recognized social agency; or
   c. Completion of two full years (sixty semester units or ninety quarter units) in a recognized college or university plus graduation from a school of social work approved by the American Association of Schools of Social Work, but lacking an academic degree, plus two years of employment on salary as a social worker in a recognized social agency; or
   d. Graduation from a recognized university or college plus three years of employment on salary as a social worker in a recognized social agency in California; or
   e. Graduation from a recognized high school plus six years of employment on salary as a social worker in a recognized social agency in California. Completion of two full years (sixty semester units or ninety quarter units) in a recognized college or university may be substituted for one year of employment; or
   f. Employment as a social worker in a recognized social agency in California for ten years, if applicant has not been graduated from a recognized high school.

The Board of Examiners contemplates the discontinuance of classifications "e" and "f" after May 31, 1936.

In addition to the written examination the Board plans to give heavy weighting to education, experience, and character references in determining eligibility for registration.

After deciding who would be qualified to take examinations, the Board was next confronted with the question, "What kind of an examination?" Consideration was given to an examination which would reflect the point of view and philosophy of candidates, but the Board was advised against this by civil service officials who urged the advisability of an examination limited to questions of fact.

This led the Board to a consideration of what basic body of knowledge all social workers should have on which an examination might be based. The discussion of this question proved to be very interesting and stimulating, pointing the way, members of the Board felt, toward the development of social work as a clear-cut profession.

The first examination was held on January 15th. A report on the content of this examination and the Board's experience in administering it will appear in *The Compass* as soon as the information is available.

Provisional Status for Teachers

Substitute licenses are to be issued by the Board of Examiners in New York State to teachers of technical and trade subjects who do not meet the full pedagogical requirements for the position. This decision was made at a conference of the Board and representatives of the State Education Department because of the difficulty of obtaining experts in some subjects who have the necessary 480 hours in pedagogical studies.

The substitute license will be issued for a three year period during which time the appointee will have an opportunity to meet the pedagogical requirements for a regular license in the subject.

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TENTATIVE PROGRAM AASW DELEGATE CONFERENCE

February 15, 16, 17, 1935—Hotel Mayflower, Washington, D. C.

Friday—February 15

9:00 A.M.—Registration.

9:30-12:30—Summary and discussion of the Administration's Relief, Work, and Security Program, and other security proposals before Congress.

2:00 P.M.—Federal Leadership in a National Welfare Program.

This will be in general a continuation of the morning's discussion with special emphasis on the federal aspects of the program. A report from the National Committee on the program for Transient and Homeless will be introduced at this session.

Saturday—February 16

9:00-12:30—Federal, State, and Local Cooperation.

Discussion of the possibilities in a Federal Bureau of Public Welfare.

Revision of the Poor Laws.

Development of State Departments of Public Welfare.

2:00—Qualified Personnel for Social Work Programs.

Discussion of methods by which the profession may influence the raising and maintenance of qualifications of social workers; devices such as certification, civil service; the question of a pre-professional as well as a professional standard.

8:00 P.M.—Business Meeting.

Action to be taken on the proposals to increase the dues to the Association and to discontinue Junior membership applications.

Sunday—February 17

9:00-12:30—The Government's Program of Work Relief.

Discussion of Housing.

The Employment and Re-employment Services in relation to the Work and Welfare programs.

2:00 P.M.—The Committee on Report of the Conference will present its summary of the discussions.

Friday evening has been left free for such committee and group meetings as the members of the Conference may wish to organize.

No luncheon or dinner meetings of the Conference have been planned.

NATIONAL RELIEF POLICIES

A MEMORANDUM designed to relate previous AASW policies and current activities on the subject of federal relief to the present program of the Federal Administration has been drafted by the Executive Secretary, Walter M. West. The memorandum is reproduced here and copies have been sent to chapters and to AASW Conference Delegates for any value which the memorandum may have in connection with the Conference program.

AASW policy regarding federal relief legislation has been well established as advocating (1) the necessity for federal participation and federal funds, (2) the development of an adequate assistance program to supplant poor relief practices, and (3) a comprehensive and unified program for federal, state, and local programs.

The Administration's Economic Security Bill and $4,880,000 appropriation bill, supplemented by the President's statement of program (particularly his address to Congress January 4), present certain new factors in the federal program. As it is not the purpose of this memorandum to discuss the provisions for unemployment insurance, old age insurance, nor the health provisions of the Security Bill, the memorandum is concerned with the following policies which relate particularly to the problems on which the AASW has been working in recent years:

1. Federal grants-in-aid to states for old age pensions and assistance to dependent children (Titles I and II of the Security Bill).
2. The federal works program, through which it is proposed to meet the needs of 70 per cent of the families on federal relief records.
3. The return of responsibility for needs of other families to local public and private agencies.

Federal grants-in-aid to states for old age pensions and assistance to dependent children might

be cited as a move in the direction of a permanent and constructive federal, state, and local program, and as such heartily applauded. The attempt to separate "employables" from "unemployables" however, and the proposal to transfer a tremendous burden to state and local governments, would limit the positive advantages of the program to a small fraction of those in need and would result in much worse conditions than at present, or in the past, for all the rest.

To make these provisions effective, therefore, it would be necessary to utilize a large part of the proposed relief appropriation to assist states in developing programs of equally adequate care of those families which would not fall into the two categories set up. This could be best accomplished by setting up immediately a Federal Welfare Bureau to administer grants-in-aid to states for all types of families in need on a permanent basis which would lead to the development of stable local and state welfare programs.

Considerations leading to this conclusion are as follows:

1. Work should be provided for as many of those who are unemployed and able to work as possible; but it is doubtful that more than half of the families now receiving relief could have their needs supplied by a work program.

In addition to the 30 per cent of the families now on relief rolls which it is estimated would not be adaptable to a work program, the "employable" families show large percentages of social hazards of various kinds which raise strong doubts of their wage earning capacity under a government work program. For instance:

Support for a large number of families would depend on workers between the ages of 45 and 65.

Many other families would depend on earnings of men or women from 16 to 21 without work experience.

One-sixth of the total families on relief rolls in October 1934 (FERA Research Bulletin 4322) report earnings from private employment, but with a family income so small that it must be supplemented.

Large numbers of those reported able and willing to work would be persons whose former work has been in service, clerical, or professional jobs, or as proprietors, managers, officials, etc., indicating the difficulties to be faced in placing them in useful work of morale value to the workers.

Health examinations, given in some units to persons assigned to work projects, have shown serious health problems not disclosed by those seeking work nor reported by placing agents.

2. Social hazards aggravated by the depression affect families in varied ways, and unified programs of general assistance are required to provide for the needs of great numbers of families which do not fall into particular classifications or categories.

These family situations, however, represent individual problems, and are in constant change. Measures for dealing with them must therefore be unified, and must be general enough so that each person is not shunted from one jurisdiction to another when a change in category occurs. Except for the self-defining problem of old age, families and individuals needing assistance are not permanently indigent or unemployable. Through application of rehabilitation methods a program of public welfare could help them overcome the disasters which the depression has meant for them.

The need for broad and general provision is shown by the fact that under mother's aid programs, many more families and children are dependent on poor relief than are admitted to the preferable treatment given by the special program.

Administratively, a general assistance program would be more effective and economical. The minimum administrative unit, represented by the local government in which the work could be handled by one social worker illustrates this fact. In such a unit it would obviously be uneconomical to set up separate boards and offices and staffs to administer separately old age pensions, mother's aid, general family assistance, child welfare, etc. Competent specialized personnel would be quite impossible to obtain in each of these functions in the smallest unit. As the large majority of administrative units would be in rural areas, state and national programs would need to be general and applicable through such units.

Grants-in-aid from the federal government to the states and from the states to local governments should be general so that attention will not be given one especial category at the expense of others. If, in addition to other financial pressure, a state is required to support dependent children in one special class of families, it is likely to be less able to deal properly with equally meritorious situations not in that particular class.

3. It is sound policy, as employment is to be provided for those who can work, "to quit this business of relief" by providing for those in need through a constructive program of public assistance.

This could be done by changing the provisions of Title I and Title II of the Security Bill so that assistance on the same basis, extended to other families in need, would be given the same kind of federal aid. By close coordination with the

"tapering off" of the present relief program, the change to a cooperative federal, state, and local program could take place in orderly fashion, with the emergency activities relaxing as state and local measures got underway. The worst feature of relief is the fact that it is needed; next that it should be inadequate, uncertain, and humiliating. With a work program providing jobs wherever possible, and federal encouragement to states, it would be possible to build a federal, state, and local assistance program which would reconcile the problem of the relief programs of the past. It would provide the basic needs for those for whom other means were not available and would further assist each one of the family situations in its individual set of circumstances to remove itself from the category of need. It would therefore avoid the greatest evil of a continuing relief system, namely, the segregation of a portion of the population living permanently from public relief. It would also break down the concept of pauper relief and of destitution as the basis for government aid which characterized the relief programs in the past.

4. *The states and local governments with few exceptions are not prepared to assume by themselves the tremendous extra financial burden which would be required if 30 per cent of the present number of families on relief rolls were shifted to their care.*

State and local governments, to prepare themselves to provide for the needs of those left to their care, face great obstacles in reorganizing poor relief systems, providing unified welfare departments, and satisfactory assistance programs, and progress along this line could be expected only by continued aid from the federal government.

If as is feared the number not absorbed by a work program should constitute half the present number of families, the problem of the states would be correspondingly worse.

It is also likely that the total number of families will be more than the estimated 5 million, particularly in view of the announcement that relief clients only will be eligible to the work program.

Consideration should be given to the extent to which states are already providing welfare services not included in federal figures. Complete estimates of costs are lacking but might be conservatively estimated at 300 million annually. These include state provisions for old age, dependent children, blind pensions, alms houses, poor relief, institutions for care of insane, feebleminded, etc.

If from 30 to 50 per cent of the present cost of relief estimated at the rate of approximately 2 billion a year were to be accepted by the states, it would mean an annual obligation of 600 million to 1 billion in addition to the 300 million mentioned above. If such a situation were forced on the states and local governments, it is doubtful whether it would be possible to expect any improvement over the situation which led in 1933 to a federal relief policy.

No doubt some of the states would be able to pay a proportionate share from local and state taxes; but other states and local governments would be unable to do so. The extent of need is now vastly greater than at any time during which the practice of state and local responsibility for relief developed.

State and local relief programs combined have never undertaken the continuing obligation for any such number of families as it has been proposed to return to their care. The depression itself, aside from the unemployment which it causes, has reduced the natural resources of great numbers of families in all classifications of need. If, as has been suggested, the states and local governments should be asked to assume the care of 1,500,000 families (even though grants-in-aid should be provided to the extent of approximately $100,000,000), the states' burden would be from three to four times as great as those governmental units had ever been required to care for prior to the recent time.

One of the most difficult problems for the states and local governments to deal with is that of the transient and homeless persons and families. In the past relief funds came almost wholly from local taxes. The needs of persons from other communities were therefore disregarded, and the transient and homeless person or family was kept on the move from place to place. By the use of federal funds, it has been possible to provide measures to deal with this problem, and only through regular participation of the federal government is it likely that continuing provision will be made. It may properly be assumed that a government work program may be the means of giving employment to large numbers of transients, but not all of these persons could be regularly put to work because of age, health, and other handicaps.

5. *Continued federal aid to states for the purpose of helping the states to provide care for persons in need would be essential and could be most appropriately given by grants-in-aid for general assistance programs of state and local governments, administered through a permanent bureau or department of the federal government, combining economically the administration of special grants-in-aid for particular classes of need, and providing a means through which collateral ser-*

vices of the federal government could cooperate most effectively in strengthening the federal, state, and local programs to care for those in need.

The program of the federal Bureau should be broad enough to include the following:

(a) Old age assistance grants-in-aid as provided in the Security Bill, S 1130;

(b) Families and dependent children without breadwinners able to be employed in public or private employment. This would include the provision that is made for some of these families under Title II of the Security Bill, S 1130;

(c) Families whose wage earners because of long periods of unemployment have incurred disabilities due to physical disorders and mental strain;

(d) Those able to work but because of industrial dislocation or for other causes cannot be fitted into employment programs;

(e) Transient and homeless families and individuals who cannot be employed on a work program;

(f) The families such as those now on relief roles who are on part-time non-relief jobs but whose wages would need to be supplemented.

(g) Families and individuals in villages and semi-rural areas not accepted for rural rehabilitation and for whom no work program is available.

The county or regional assistance office would be the point of local administration served by a state public welfare department. Such a department would in turn be served by the federal Bureau.

Particular services to be performed might be the basis for divisions within the Bureau, as follows:

(a) Division on Family and Child Welfare. Through a field staff, this Division would serve as the connecting link between federal and state programs.

(b) Division of Accounting, Statistics, and Research. This Division would be responsible for providing national reports on the amount of assistance under various federal appropriations, and responsible for collecting such data as was necessary for determining the amounts of grants-in-aid to the several states. The Division would also be expected to develop a system of statistics concerning the extent of the problems and the functioning of the local, state, and national measures under which the various governmental units operated.

(c) Division on Personnel and Training. The character of public assistance program would depend to a great extent upon the kind of persons employed to deal with those who were in need of assistance and with the administrators of the programs. In order that the personnel could be kept free from partisan politics and could be selected on a basis of qualifications which would assure the local administration being at the level of federal standards, the Division on Personnel and Training should be available to maintain standards of personnel selection and assist in the professional education of persons who would become eligible for positions in the assistance program. In view of the cooperative nature of the relationship between the federal, state, and local programs, it is urged that the federal Civil Service Commission be authorized to set the standards for the state and local merit selection of personnel.

(d) Other Services. The field staff of the federal Bureau would represent special provisions made by the federal government for any special categories of need, such as old age, dependent children, etc., in relation to the state departments. The federal Bureau would be equipped with such specialists in the various kinds of public assistance as would be necessary and these specialists would work with the states through the general field staff. The operation of the Bureau would be under a chief and an assistant chief in general charge of the various divisions and functions of the Bureau. The Bureau should have, in addition to the authority to require certain standards regarding personnel to be employed by state and local governments, authority also to establish standards regarding adequacy of assistance and establish certain minimum policies regarding the functions of the federal, state, and local assistance programs. In addition to its authority to allocate grants-in-aid from the federal government to the states, some provision for equalization should be included in its authorization in view of the varying degrees of need in the several states and the varying capacities of the states to meet these needs.

It is proposed that the establishment of a Federal Welfare Bureau might be the opportune time to create a federal department with a Secretary in the Cabinet, and that closely related functions now in other departments could be grouped with a welfare bureau to form such a department.

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SUMMARY OF PROVISIONS OF THE ECONOMIC SECURITY BILL

Introduced in Congress by Senator Wagner on January 17, 1935 (S. 1130)

THE following analysis of the provisions of the Economic Security Bill was made by Elsie M. Bond, Executive Secretary, Welfare Legislation Information Bureau, State Charities Aid Association, New York. Since a clear understanding of the terms of this bill is essential to the consideration by the Delegate Conference in Washington of a comprehensive national welfare program the AASW secured Miss Bond's permission to make her analysis available to chapters and members as Conference discussion material. The analysis is based on the bill as it was introduced in Congress. Amendments will undoubtedly be made and any important changes affecting the main outlines of the bill will be reported to the Delegate Conference.

GRANTS TO STATES FOR PUBLIC ASSISTANCE AND PUBLIC HEALTH

I. OLD AGE ASSISTANCE

Purpose. To assist the States in providing "financial assistance assuring a reasonable subsistence compatible with decency and health to persons not less than sixty-five years of age, who, at the time of receiving such financial assistance, are not inmates of public or other charitable institutions."

Federal Administrative Agency. Federal Emergency Relief Administrator.

Appropriation. $50,000,000 is appropriated for the ensuing fiscal year and $125,000,000 is authorized for subsequent years. One-half of one per cent. is authorized for Federal administration. The balance of the appropriation is to be allocated as follows:

(1) State and/or local expenditures in an amount which would provide old age assistance at a rate of not more than $15.00 per month are to be matched by Federal grants, thereby providing old age assistance at a rate of $30.00 per month. The allotment for administration is limited to 5% of the appropriations for old age assistance.

(There is no prohibition of the granting of an additional amount by the State and/or locality.)

(2) If Federal funds are inadequate to make the grants provided for in (1), the amount granted each State is to be reduced proportionately.

The unexpended balance of an allotment to a State is to be available to the State for the ensuing year.

Conditions. To secure a Federal grant, the State must comply with the following conditions:

(1) The Legislature, or the Governor, if the Legislature is not in session, must accept the Federal plan.

(2) There must be a single State agency to administer or supervise the administration of old age assistance.

(3) The Federal Administrator must approve the plans submitted by the State agency.

(4) The State must make a "substantial" contribution toward the cost of old age assistance.

(5) If old age assistance is administered by localities, the State law must be mandatory on all localities.

(6) Assistance must be adequate for reasonable subsistence compatible with decency and health.

(7) The State law must authorize the granting of old age assistance to any person who

a. Is over sixty-five. (Prior to January 1, 1940, grants may be limited to persons seventy years of age and over.)
b. Is a citizen.
c. Has resided in the State for five years or more in the ten years immediately preceding application for assistance.
d. Has an income which, together with that of spouse, is inadequate for reasonable subsistence.

(8) The Federal share of assistance shall be a lien on the estate of a recipient to be enforced by the State, except that a lien shall not be enforced on real estate occupied by the recipient's surviving spouse if the latter is not more than fifteen years younger than the recipient and does not marry again. The net amount realized by the enforcement of the lien is to be deemed part of the State's Federal allotment for the year in which the lien is enforced.

II. AID TO DEPENDENT CHILDREN

Purpose. To assist the States in providing aid for "dependent children under the age of 16 in their own homes, in which there is no adult person, other than the one needed to care for the child or children, who is able to work and provide the family with a reasonable subsistence compatible with decency and health."

Federal Administrative Agency. Federal Emergency Relief Administrator.

Appropriation. $25,000,000 is appropriated for the ensuing fiscal year and a similar amount authorized for subsequent years. The appropriation is to be allocated as follows:

(1) To each State, one-third of the amount expended by the State, or by the State and its political subdivisions, for aid to dependent children as defined above, to be reduced proportionately if Federal funds are insufficient to pay one-third.

(2) Any Federal funds in excess of the amount needed for allocation under (1), to the States on the basis of need.

(3) One-half of 1% for Federal administration.

Conditions. To secure a Federal grant, a State must comply with the first six conditions as outlined under I, OLD AGE ASSISTANCE; also the State law must contain no requirement for residence of more than 1 year as a condition for the granting of aid. (The bill as drawn does not specify whether residence in the State

or residence in the locality is referred to.)

III. AID TO CHILD WELFARE SERVICES

Purpose. To cooperate with State agencies of public welfare in extending and strengthening, especially in rural areas, welfare services for the protection and care of homeless, dependent and neglected children, and children in danger of becoming delinquent.

Federal Administrative Agency. Children's Bureau.

Appropriation. $1,500,000 is appropriated for the ensuing fiscal year and a similar amount authorized for subsequent years. The appropriation is to be allocated as follows:

(1) $1,000,000 is to be divided among the States
   a. $10,000 to each State.
   b. The balance to the State in proportion to population.

(2) $425,000 to States unable, because of severe economic distress, to match in full the Federal allocation made under (1), or for special demonstrations of community child welfare services.

(3) Five per cent ($75,000) for the administrative expenses of the Children's Bureau.

The allotment of Federal funds under (1) may not exceed the amount made available by the State plus grants made under (2).

Conditions. To secure Federal grants, the State must, through the State Department of Public Welfare, submit a plan to carry out the purposes stated above for approval by the Children's Bureau. Information must be given as to the amount which the State has made available, which should at least equal the amount made available in the fiscal year preceding the enactment of this Act. The plan must include reasonable provision for State administration, for furthering local public child welfare services and for cooperation with health and welfare organizations.

IV. CARE OF CRIPPLED CHILDREN

Purpose. To cooperate with State agencies concerned in the provision of medical care and other services for crippled children, and to provide funds for the purpose of locating crippled children, of developing facilities for diagnosis and care, and for hospitalization and after care, especially for children living in rural areas.

Federal Administrative Agency. Children's Bureau.

Appropriation. $3,000,000 is appropriated for the ensuing fiscal year and a similar amount authorized for subsequent years. The appropriation is to be allocated as follows:

(1) $20,000 to each State.

(2) $1,890,000 to the States on the basis of need as shown by plans submitted by State agencies and approved by the Children's Bureau.

(3) $150,000 for the administrative expenses of the Children's Bureau.

The Federal allotments are not to exceed the amount made available by the State, except in case of severe economic distress or other exceptional circumstances.

Conditions. To secure Federal grants, the State must, through an authorized State agency, submit a detailed plan to carry out the purposes stated above for approval by the Children's Bureau. Information must be given as to the amount made available by the State, which should equal the amount made available by the State in the year prior to the enactment of the Federal Act. Reasonable provision must be made for State administration, for locating and diagnosing crippled children, for medical care, hospitalization and after care, and for cooperation with medical, health, and welfare organizations.

V. MATERNAL AND CHILD HEALTH

Purpose. To cooperate with State agencies of health in extending and strengthening services for the health of mothers and children, especially in rural areas, and in areas suffering from severe economic distress.

Federal Administrative Agency. Children's Bureau.

Appropriation. $4,000,000 is appropriated for the ensuing fiscal year and a similar amount authorized for subsequent years. The appropriation is to be allocated as follows:

(1) $20,000 to each State.

(2) $1,000,000 to the States in the proportion of the number of live births to the total number of live births in the United States Birth Registration Area.

(3) $800,000 to States unable to match the allocations made under (1) and (2).

(4) $200,000 for the administrative expenses of the Children's Bureau, any surplus to be used for the purposes stated in (5).

(5) The remainder (about $1,000,000) for special demonstrations and research in "maternal care in rural areas and in other aspects of maternal and child health."

The allotment of Federal funds under (1) and (2) may not exceed the amount made available by the State plus grants under (3).

Conditions. To secure Federal grants, the State health agency must submit detailed plans to carry out the purposes stated above for approval by the Children's Bureau. Information must be given as to the State appropriations for these purposes, which should equal the amount available in the year prior to the enactment of the Federal Act. The plan must include reasonable provision for State administration and supervision, for furthering services administered by local public health units, and for cooperation with medical, nursing and welfare services; it must give due consideration to the development of demonstration services and more permanent services in rural and other needy areas, and among groups of the population in special need.

VI. PUBLIC HEALTH

Purpose. To develop State health services, including the training of personnel for State and local health work and to assist counties and/or other political subdivisions of the State in maintaining adequate public health programs.

Federal Administrative Agency. Federal Bureau of Public Health Service in the Treasury Department.

Appropriation. $10,000,000 is appropriated for the ensuing fiscal year and a similar amount authorized for subsequent years. The appropriation is to be allocated as follows:

(1) $8,000,000 to the States on the basis of need.

(2) $2,000,000 to the United States Public Health Service for further investigation of disease, problems of sanitation and related matters, and expenses of administration.

The Secretary of the Treasury is to make rules and regulations to carry out the purposes for which this appropriation is made.

(Analysis of Economic Security Bill Continued)

SOCIAL INSURANCE

VII. SOCIAL INSURANCE BOARD

Purpose. To establish a Federal agency to carry out the provisions of the Economic Security bill in relation to social insurance.

Federal Administrative Agency. A Social Insurance Board is established in the Department of Labor, to be composed of 3 persons appointed by the President for 6-year terms, one term expiring every other year. The Chairman is to be designated by the President. The members are to receive a salary of $10,000.

Federal Appropriation. $1,000,000 is appropriated for the administrative expenses of the Board, for the ensuing fiscal year, and a similar amount authorized for subsequent years.

Powers and Duties of Board. The Board is to:

(1) Make recommendations as to the provision of economic security through social insurance and as to legislation and administrative policy concerning old age insurance, unemployment and accident compensation, and health insurance.

(2) Administer the old age annuity system.

(3) Assist the States in the administration of unemployment compensation laws.

(4) Examine and make recommendations to the Secretary of Labor as to the allowances of credit claimed by employers under the Unemployment Compensation Act.

VIII. UNEMPLOYMENT COMPENSATION

Purpose. To secure the establishment of State unemployment compensation systems by means of a Federal tax on payrolls, with a provision for remission up to 90% of the Federal tax for employers who pay a State tax for unemployment compensation, and by providing Federal aid toward the expense of State administration of unemployment compensation.

Federal Administrative Agency. Social Insurance Board to be established in the Department of Labor.

Federal Excise Tax on Payrolls. Beginning with the year 1936, every employer who employs four or more employees within thirteen or more weeks in the calendar year is to pay a Federal tax on his *total* payroll. Government employees are excluded. The Federal tax on the payroll is fixed at 3%, but is subject to modification in 1936 and 1937 on the basis of the Federal Reserve Board's adjusted index of industrial production for the years 1923-25 as follows:

(1) If the index for the year ending September 30, 1935, is

under 85—the 1936 tax would be—1% of the payroll

85 to 94—the 1936 tax would be—2% of the payroll

(2) If the index for the year ending September 30, 1936 is

under 85—the 1937 tax would be—1% of the payroll

85 to 94—the 1937 tax would be—2% of the payroll

The 1937 tax can not be at a rate lower than the tax in 1936.

Conditions for Remission of Federal Excise Tax on Payrolls. An employer may claim credit for the amount paid under a State unemployment compensation law up to 90% of the amount of his Federal tax in 1936, if the Secretary of Labor has certified in December, 1935, that his State has a law which, if faithfully executed, may entitle employers to such remission. In subsequent years, remission will be granted if the Secretary of Labor has certified that the State is complying with the requirements of the Federal Act as follows:

(1) The payment of unemployment compensation is made or, is to be made, through public employment offices and commences two years after contributions are first made under the State law.

(2) The State agency deposits the contributions for unemployment compensation in the Federal Unemployment Trust Fund.

(3) None of the money drawn from such Fund has been used for any purpose other than payment of unemployment compensation.

(4) Compensation has not been denied to any otherwise eligible employee because of refusal to accept work

a. In a position vacant because of strike, lockout, or other labor difficulty.
b. If the wages, hours, and conditions of work are substantially less favorable to the employee than those prevailing in the locality for similar work.
c. If the acceptance would either require the employee to join a company union, or would interfere with his right to retain membership in or to refrain from joining a bona fide labor organization.

(5) "The State law includes provisions which permit modification thereof at the will of the Legislature or which prevent the creation of vested rights against modification or repeal of such law at any time."

Federal Unemployment Trust Fund. The unemployment compensation payments collected from employers and employees by each State which receives Federal aid, or in which employers may claim credit on the Federal tax, must be deposited in the Federal Unemployment Trust Fund to be established in the Treasury.

Federal Aid. Four million dollars is appropriated for the ensuing fiscal year and an appropriation of $49,000,000 authorized for subsequent years. Federal funds are to be allocated for expenses of State administration on the basis of need to States complying with the following conditions:

(1) All positions in the administration of the State unemployment compensation law are to be filled by persons appointed on a non-partisan basis and for merit, under rules prescribed or approved by the Social Insurance Board.

(2) Administrative regulations and practices must be calculated to insure full payment of benefit.

(3) Payment to eligible persons must be made as a matter of right and in accordance with State law.

(4) In case of denied claims a hearing before an impartial tribunal must be given.

(5) Unemployment benefits must be paid through public employment offices.

(6) Payments made by employers and employees under the State law must be used exclusively for payment of benefits.

(7) All contributions of employers and employees under the State law must be paid into the Federal Unemployment Trust Fund. The State agency must make full reports to the Social Insurance Board, and

make available to any Federal agency charged with administration of public works or other assistance through public employment, the names, addresses, and occupations of recipients of unemployment compensation, and the date when such recipients received the last payment to which they were entitled.

Requirements as to Content of State Laws. The bill makes no requirements as to minimum standards to be incorporated in the State laws in regard to

(1) Persons to be covered by unemployment compensation. (The Federal tax is levied on the entire payroll of employers with 4 or more employees without restrictions as to salary levels or type of employment.)

(2) Amount of unemployment compensation to be paid.

(3) Number of weeks of benefit to be paid.

(4) Length of the waiting period before benefit begins.

The bill authorizes

(1) A system which requires contributions
   a. By employers only, or,
   b. By employers and employees.

(2) A system which provides
   a. All payments made to a State pooled fund, or
   b. Payments made to a State fund but kept in separate reserve accounts for each employer or for groups of employers, and available only for payment to employees of such employers.

(1% of the contributions under either system must be placed in a special "unemployment fund" for emergencies; also under either system the money paid in must be deposited in the Federal Unemployment Trust Fund.)

   c. "Guaranteed employment accounts" to be held by a State agency for employers who guarantee their employees 40 weeks employment at full wages in a year.

The bill requires:

Payment of the expenses of State administration by the State by means of the requirements that all contributions of employers and employees shall be used exclusively for the payment of benefit.

(It is not stated whether the interest on the funds contributed by employers and employees must be used for payment of compensation or could be used for State administrative expenses.)

The bill does not seem to confer on the Federal Social Insurance Board or the Secretary of Labor, power to require any provisions in the State law other than those specified as conditions for Federal allotments and for remission of Federal taxes.

IX. OLD AGE ANNUITIES

Purpose. To establish a Federal system of old age annuities, payable to persons sixty-five years of age and over, through compulsory payments by employers and employees.

Federal Administrative Agency. Social Insurance Board to be established in the Department of Labor.

Persons Eligible. Any person under 60 on January 1, 1937 who receives wages—except those employed at a yearly salary of over $2500, employees of Federal, State, or local governments, and those covered by the Railway Retirement Act.

Method of Collecting Funds. A Federal Earnings Tax is levied on employees and a Federal Payroll Tax on employers, to be collected by the Bureau of Internal Revenue. The use of stamps sold by the Post Office and other similar devices is authorized.

The Federal taxes for old age annuities are to be levied as follows:

Beginning	***Federal Earnings Tax*** *for old age annuities to be paid over by the employer but collected from the employees.*	***Federal Payroll Tax*** *for old age annuities to be paid by the employer.*
January 1, 1937	½ of 1% of the payroll for eligible employees	½ of 1% of the payroll for eligible employees
January 1, 1942	1% "	1% "
January 1, 1947	1½% "	1½% "
January 1, 1952	2% "	2% "
January 1, 1957	2½% "	2½% "
	The tax shall be deducted from the wages of the employee.	No part of this tax may be deducted from the wages of the employee.

Annuities. An annuity would be payable monthly after January 1, 1942, by the Social Insurance Board to a person sixty-five years of age and over, if

(1) Taxes were paid on his behalf prior to the day he attained the age of sixty, and

(2) Taxes were paid for at least 200 weeks in not less than a five-year period prior to his attaining the age of sixty-five, and

(3) He is not employed by another for wages.

The amount of annuity payable in a year would be:

(1) To a person on whose behalf taxes were paid prior to January 1, 1942, and prior to his attaining the age of sixty-five

a. 15% of his average monthly wage if taxes were paid in 200 weeks in not less than five years.

b. An additional 1% for each additional forty weeks up to 200 weeks, but not in excess of 1% for each week after the end of the period in which the original 200 weekly tax payments were made, as required in (a).

c. An additional 2% for each forty weeks over the previous 400 weeks (a. and b.) but not in excess of 2% for each year commencing at the end of the period covered by (a) and (b).

(2) To a person on whose behalf taxes were paid only after January 1, 1942

a. 10% of his average monthly wage if taxes were paid in 200 weeks in not less than a five-year period.

b. 1% for each additional forty weeks, but not in excess of 1% for each year after the end of the period in which the required 200 weekly tax payments were made.

Average monthly wage is to be calculated by dividing the total wage on which taxes were paid prior to the employee's becoming sixty-five years of age by the number of months in which taxes were paid, but no average monthly wage is to exceed $150.

Miscellaneous Provisions. An annuitant who has a dependent spouse may elect to receive a joint survivorship annuity of identical actuarial value.

If an annuitant dies before receiving benefits, or before receiving benefits equal to the total taxes paid on his behalf plus interest, his legal or actual dependents are to receive the amount of the taxes plus interest less the benefits paid to him, if any.

The Social Insurance Board is authorized to sell old age annuities on such terms and conditions as it may determine, to citizens under the age of sixty-five, but not in excess of an amount which, with interest, would provide an annuity of $100 a month when the annuitant attained the age of sixty-five.

THE NEW "WORKS BILL"

An Analysis of the Provisions of the Bill (H. R. 117), Prepared as Discussion Material for the Delegate Conference by Russell H. Kurtz, Russell Sage Foundation

ON January 21 there was introduced in the House of Representatives of the 74th Congress a joint resolution "making appropriations for relief purposes," which is known popularly as the "new works bill." Its official title, if it is enacted into law, will be the Emergency Relief Appropriation Act of 1935. It is thought of as the works bill since its chief purpose is to provide funds whereby the President may extend public employment, as outlined in his message of January 4, to those "able-bodied but destitute workers" in need of governmental assistance. Presented as an Administration measure, it gives the Chief Executive broad powers for dealing with the problems of unemployment and puts at his disposal the sum of $4,880,000,000 to be used in the exercise of these powers.

The preamble of the bill explains its purpose:

> In order to protect and promote the general welfare by (1) providing relief from the hardships attributable to wide-spread unemployment and conditions resulting therefrom, (2) relieving economic maladjustments, (3) alleviating distress, and/or (4) improving living and working conditions.

There is nothing here about a work program but the clause that follows states that the appropriation shall be spent, in the discretion and under the direction of the President, for such projects as shall be adapted to the accomplishment of the above objectives, citing the following as illustrations: Slum clearance, rural housing, rural electrification, reforestation, soil erosion control, blighted area and submarginal land reclamation, improvement of existing road systems and construction of national highways, grade-crossing elimination, Civilian Conservation Corps work, and "other useful Federal or non-Federal work." It is specifically stated, however, that the program is not necessarily limited to the above named projects.

The bill provides that the funds asked for shall come from two sources. The sum of $4,000,000,000 is to be appropriated "out of any money in the Treasury not otherwise appropriated"; is to be immediately available; and is to remain available until June 30, 1937. The remainder, $880,000,000, is to be transferred by Congressional action from unexpended balances of previous appropriations to relief and recovery agencies. It is generally understood, although it has not been so stated specifically, that the latter amount is to be put at the disposal of the FERA for a continuance of its present activities during the period of transition to the works program. The larger sum is intended for the purposes outlined in the President's message, according to present indications.

Since the funds hitherto available to the FERA will be exhausted early in February, it has been urged upon Congress by Administration leaders that early passage of the present bill is imperative if all relief is not to stop in the near future. The opposition has asked for a division of the measure so that separate consideration may be given to the immediate needs of the FERA and to the new works proposal but this demand has been successfully resisted by the sponsors of the bill.

The proposed appropriation is to be available for use in the United States, its territories and possessions. Federal workmen's compensation will be provided on a limited scale (under the terms of the Act of February 15, 1934) to "those persons receiving from the appropriations made herein, for services rendered as employees of the United States, security payments in accordance with schedules established by the President."

In carrying out the provisions of the proposed act the President is authorized to incur expenses of operation; to accept and utilize voluntary services; to appoint, without regard to the provisions of the civil-service laws, such Federal officers and employees as may be necessary; to utilize, with the consent of the state, such state and local employees as he may need; to prescribe duties, authorities and tenure of all such appointees, without regard to the Classification Act of 1933; and to fix the compensation of any officers and employees so appointed.

He is authorized, furthermore, to establish and prescribe the duties and functions of governmental agencies, including corporations; to consolidate, redistribute, abolish, or transfer the functions, duties, property and personnel of any such agencies; to postpone, but not beyond June 30, 1937, the termination of the existence of any designated agency; and to delegate the powers conferred on him under this bill.

He is given power to guarantee loans to, or payments of, needy individuals; to make grants, loans and contracts; and to acquire, by purchase or by the power of eminent domain, any real or personal property or any interest therein. Having acquired such property, he is authorized to

improve, develop, maintain, grant, sell, lease (with or without the privilege of purchasing) or otherwise dispose of it, though he may not transfer it to the unreserved portion of the public domain but must reserve it for the purposes of the project for which it was acquired.

He is authorized to prescribe such rules and regulations as are necessary and to punish infractions by a fine of not to exceed $5000 or by imprisonment for not to exceed two years, or both. He is instructed to submit a report of obligations incurred to each of the next three regular sessions of Congress before the tenth of January.

Quite naturally, the proposed delegation of such sweeping powers to the executive arm of the government has aroused a storm of opposition and controversy, and amendments to the bill have been sought in both houses of Congress. As this is written, the measure has not yet been enacted into law but all indications are that it will go through and receive the President's signature with but slight modification.

ANALYSIS OF THE WORKERS' UNEMPLOYMENT, OLD AGE AND SOCIAL INSURANCE ACT

Introduced in the House of Representatives by Mr. Lundeen, January 3, 1935 (H. R. 2827)

I. Unemployment Insurance

Purpose. To provide for the immediate establishment of unemployment insurance for all workers and farmers over 18 years of age, unemployed through no fault of their own.

Compensation. Compensation shall be equal to average local wages but shall in no case be less than $10 a week plus $3 for each dependent. Workers able to secure only part time employment shall be entitled to receive the difference between their earnings and average local wages for full time employment. Minimum compensation guaranteed by Act shall be increased in conformity with rises in cost of living.

Administration. Unemployment insurance commissions elected by members of workers and farmers organizations shall, under rules and regulations prescribed by the Secretary of Labor, administer the unemployment insurance and adjust the minimum compensation.

II. Other Forms of Social Insurance

Purpose. To provide for the immediate establishment of forms of social insurance for all workers and farmers who are unable to work because of sickness, old age, maternity, industrial injury or any other disability.

Compensation. Same as for unemployment insurance. Compensation for maternity to be paid to women during the period of eight weeks previous and eight weeks following childbirth.

Administration. Same as for unemployment insurance.

III. Provisions for Financing I and II

Cost of compensation and administration to be paid by the Federal Government. Funds to be raised through taxation on inheritances, gifts and individual and corporation incomes of $5,000 a year and over.

IV. Other Provisions

Benefits of Act to be extended to all workers, industrial, agricultural, domestic, office or professional and to farmers, without discrimination because of age, sex, race, color, religious or political opinion or affiliation.

No worker or farmer to be disqualified because of past participation in strikes or refusal to work in place of strikers or at less than average local or trade union wages, or under unsafe or unsanitary conditions, or where hours are longer than prevailing union standards of a particular trade or locality, or at an unreasonable distance from home.

PROFESSIONAL STANDARDS IN SOCIAL WORK

(This memorandum is a proposal for the activities of the AASW in support of standards of personnel, prepared by Christine C. Robb, Secretary of the Division on Personnel Standards.)

PERSONNEL standards relate directly to the basic concept of professional association, its principle of selective membership and every other step taken in the direction of determining who shall perform and protect the complicated functions that go to make up social work. Steps thus far taken by the AASW have offset the process of natural selection of personnel; but they are only basic steps in a gradual total process which for complete effectiveness depends upon the constant alertness of the membership. It is a self-determining process which is gauged to strengthen

social work as a whole.

Specific items receiving current attention find their direction and soundness when they are conceived in relation to the total process of setting and maintaining standards appropriate to existing and future conditions. It is this perspective which renders a particular formulation or specific action thoroughly useful. National functions are drawn from collective local situations and action is gauged to serve basic needs which will be an impetus to local application. Local readiness for more advanced steps may be developed locally and may indicate the direction of future basic progress.

Functions of the AASW in support of personnel standards are here reviewed briefly under the following headings: Membership Requirements, Pre-professional Standards, Professional Education, Certification, The Merit System, and Proposed Index of Provisional Social Workers.

Membership Requirements

There is the question of how to advance ways and means of attaining selection of personnel. In the AASW selective membership has served to identify personnel who could present certain educational qualifications and certain experience, thereby giving them a preferred position in securing employment. The level of qualification has moved upward. The present qualifications specify professional education, which gives much more protection to the standard, because nothing can be submitted as a substitute for it, whereas experience qualifications could never be so specifically determined. Therefore much attention must be given to the operation of these requirements.

In the absence of legal recognition of social workers these requirements have become generally accepted in the field as descriptive of professional social work requirements. During the economic depression which has led to creation of new agencies in social work and the expansion of personnel, AASW qualifications have been largely accepted and they have been used in filling key positions throughout the country. A demand has been created for personnel with professional qualifications. Full and junior membership requirements, however, have frequently been utilized interchangeably.

A Single Professional Standard

The existence of two classifications of membership in the professional association, while effective in Association administration and controlled by limitation on the period a junior can remain a junior, is confusing to the public. It has led to the substitution of junior or partial qualification for full professional qualifications in the regulations of employing agencies and formulations relating to voluntary or legal certification of social workers. This use of both levels of membership requirements to describe qualifications for important social work positions has led to the present proposal to insure a single, readily understood, professional standard by discontinuing junior membership classification. It would appear that otherwise the AASW may unwittingly operate to fix professional standards of employing agencies at a level lower than is intended.

Lack of Pre-professional Standard

In contrast to this use of existing AASW qualications there has been no recognized minimum standard that could be used by social agencies and officials in the case of the large numbers who have recently had to be employed primarily because of insufficient numbers of personnel with professional education. These agencies and officials have been left to devise their own varied standards for personnel. Sub-professional people now in the field in large numbers are subject to reorganization and demobilization for which no basic minimum guide exists. This group comprises the dominant number of people in social work who are in direct contact with clients and the public and who determine in the last analysis the quality of service that is given to clients. Who should remain in social work is a responsibility of the professional association. In order to further clarify the concept of professional social work and to identify the sub-professionals who are eligible to acquire professional status, it is proposed that a minimum pre-professional standard be set by the AASW.

A pre-professional standard should embrace only those who are in social work positions, and who are college graduates and have shown good capacity for social work, but who have not had the professional education required by the professional standard.

By establishing a roster of persons applying voluntarily and qualifying under the pre-professional requirements set and by establishing some form of affiliation for this group, the Association would be in position to identify those who should be encouraged and assisted to acquire professional education. The Association should on this basis be able to strengthen the principle and operation of personnel standards and the strategic points at which facilities can be developed to meet a self-expressed need.

Further details of the plan which has been under discussion appear on subsequent pages.

A single professional standard plus a minimum pre-professional standard are independent issues but consistent objectives. The AASW administration of the two should mean a clearer sense of AASW responsibility to its membership

and to the field and should provide means whereby the public can understand and apply the principle of professional education. The Division on Personnel Standards recommends the two proposals as means designed to clarify personnel standards in social work.

Professional Education

Following the examples of other professions social work has proceeded from experience to professional education as the basis for qualification of personnel. Along with the professional schools themselves the AASW has responsibility for study of professional education, to bring about a greater recognition of the relation between education and practice. The Division on Personnel Standards suggests the following questions for AASW discussion:

What are the dominant objectives in professional education of workers for unemployment relief and for public welfare positions?

Should emphasis be placed upon broad equipment for social work as a generic field, or upon differentiated preparation for specific areas of service?

Should educational preparation be guided by the expectation and desire that movement of practitioners back and forth between public and private work and between different specialized services in either area, will hereafter be logical and acceptable?

What time is required for adequate preparation for the present and prospective demands of public social work?

What are the criteria of adequate educational content and procedure in (1) a single year, (2) a single semester, (3) a shorter institute program, (4) a program of single courses taken during employment, as compared with a two-year graduate program?

Has each of these training periods usefulness and value, in relation to a particular objective different from all the others, or does the time limit simply impose a limit on the distance that can be traveled toward the same goal?

On what basis, if any, can we differentiate the functions and responsibilities of schools of social work, of federal, state and local public welfare organizations, and of private social agencies, in the provision of opportunity for professional education?

Is this differentiation related to differences in objective, in content or method, in length of educational period, in qualifications of students?

What are some of the ways of meeting the present situation of more demand for professional education than there are opportunities? This involves consideration of the many elements that determine the sound development of schools of social work.

Certification

Legal certification becomes a matter of concern to social workers as a means by which minimum standards of education and experience are given official recognition. As usually considered, legal certification is a voluntary system which does not deny to those without certificates the right to practice. It may become mandatory in respect to certain positions where by law these positions are specified as requiring certified personnel. The value of certification procedure lies in the fact that it would provide a general statewide basis for selection of workers and for eligibility to take specific placement (civil service) examinations, and would institute a cooperative effort by the state, and by the professional group in the state, for improvement of social work personnel. It amounts to an expression of public concern that its social program should be given the protection of a personnel based on the merit of candidates for positions, and sets a standard which may or may not be enforced in connection with appointments by local governments but which will certainly influence such appointments.

If the above premises are granted, a number of questions, related to procedure, are pertinent for the social workers of any state. For instance:

At what point should the standards of approval be set? Could the membership requirements of the AASW be used as the minimum of state approval?

If a lower standard than the AASW membership is advocated, can the professional association join in promoting a public endorsement of a standard below that considered a professional minimum? (It is assumed that the AASW membership requirements are so regarded by the membership.)

Would it be possible to provide certification of social workers at the level of AASW requirements and provide at the same time for a certification at a sub-professional level, requiring a minimum of general education and experience, but differing from the professional certificate, in that no professional education would be required?

Would it be possible to adopt a plan which would admit those with satisfactory professional education records, and permit others to qualify for certificates on passing examinations, written or oral or both?

Would it be practicable to provide provisional certificates, renewable after two or three years only on a showing of progress in professional education during the interval?

AASW chapters have already drafted bills for

the legislatures in Illinois, Massachusetts and New York looking toward legal certification of social workers.

When a movement for legal certification appears untimely, should the professional group attempt to develop an extra-legal plan? The medical profession uses this method for national certification by the National Board of Medical Examiners. The California Conference of Social Work is in its second year of a statewide certification plan. The Missouri Association for Social Welfare is setting up machinery for a similar program.

THE MERIT SYSTEM (Adapted from a Memorandum by A. W. McMillen, Chairman of Committee on Civil Service)

Social workers are agreed that an adequate system of social services must center in government. This means that the great bulk of the services in our field will be performed by government employees. If these services are performed by incompetent people, the wealth of knowledge and skill which our profssion has painfully amassed will be lost throughout a great segment of the field in which it is especially needed. Since the merit system is conceded to be one of the chief means by which such a calamity may be averted, no effort should be spared in behalf of its extension.

Many people think the only purpose of a merit system is to defeat the spoils system. This negative view tells only part of the story. The actual fact is that many appointing authorities select incompetent employees through ignorance rather than political considerations. This is particularly true in the field of social work. Oftentimes motherly women and benevolent old gentlemen are given posts in public social work, not because they are political henchmen, but because the appointing authority does not know what qualifications—aside from kindness and horse-sense—the particular positions demand. One of the great contributions of the merit system is the establishment of definite qualifications for the various positions in the service. In other words, the merit system, where it operates effectively, not only protects positions from politics but also promotes recognition of the kinds of qualifications needed in the service.

In recent years social workers have in increasing numbers raised their voices in behalf of the merit system, yet in this period few important gains have been made and some important losses must be acknowledged. Various reasons for this might be advanced but among them public indifference is undoubtedly foremost. The merit system can be extended and protected only on the basis of an articulate demand. Therefore, the efforts of this Association must be directed simultaneously along two fronts. First, there must be an aggressive and continuing campaign of public education in the interest of creating an insistent demand for objective methods of selecting personnel. And contemporaneous with this effort, there must be continuing study and discussion of the more detailed problems, such as recruiting, examination, classification of positions, salaries, the interview, efficiency ratings, promotion, etc.

What is needed nationally can be best understood when it is based on such experience as chapters can build up through functioning on local needs in this area.

Joint Promotional Enterprise

In promoting the development of civil service, cooperative efforts by several agencies who want approximately the same standards and procedures should be more effective than the AASW could be alone. The Committee on Civil Service and several other organizations are considering a joint program.

National AASW Functions

Such a cooperative program would leave additional services to be performed by the national Committee on Civil Service within the Division on Personnel Standards. If the cooperative promotional plan were to materialize the national program would have to keep in close touch with that agency, report activities, relate them to national and chapter developments. For this purpose the Committee would utilize *The Compass*, special publications, direct correspondence, and other means by which attention of the membership could be aroused.

The Civil Service Assembly, a national agency to supply merit system officials with information on civil service methods, classifications, standards, etc., should be a useful source of information for the AASW.

The AASW should maintain close cooperative relationships with the United States Civil Service Commission which is equipped in technical knowledge and in capacity for leadership.

Chapter Programs

Important chapter projects should have the assistance of the national committee and staff. Listed projects would encourage each chapter to begin wherever local circumstances indicated. An elementary project, for instance, might be a listing of the public social work positions within a chapter's jurisdiction as a means of revealing the need for good personnel selection. Through the stages of a community promotion of civil service the chapter should be able to work through the proposed joint promotional enterprise if it is established. Chapters should gradually develop

close working relationship with civil service authorities in the development and description of jobs and job classifications, in making up examinations, recruiting the proper persons to take examinations, etc. It has been found that the better the standards required by civil service, the better the quality of candidates.

Lacking satisfactory legal merit systems, local agencies in some instances have set up voluntary civil service procedure in cooperation with local professional groups. A notable instance is that of the Cook County (Illinois) Bureau of Public Welfare. Actual experience with examinations and classifications may point the way to official acceptance of the merit system. Chapters of the AASW may find opportunities of this kind for promoting better personnel selection.

Jurisdiction

A question to consider in connection with a merit system, is at what point to begin; state or local. State authorities can exercise leadership in guiding the local jurisdiction toward a sound plan of personnel administration.

It is clear that separate civil service boards can never be established in the 3,000 counties in the United States and it is also clear that such a plan would be wasteful and inefficient. Probably in a majority of instances the merit system should be statewide and should be operated by the state government. In other words, the state civil service commission would be responsible for classification of positions, examination of candidates, etc. Successful candidates would then be certified not only to the state welfare officials but also to the municipal and county officials for appointment.

Exceptions for two or three large urban centers might be noted, however. Social workers in Chicago and Cook County, and in Los Angeles County consider that the local plan operates very much more successfully than the state plan, and that it would be a step backward to rely upon the state authorities for selection of candidates. On the other hand some large cities, New York for example, would probably fare better under a greater measure of state control.

The federal Civil Service Commission if provided with sufficient budget might assume responsibility for specific tasks of classification, examination, for states without their own systems.

Administrative Structure

There is no general agreement concerning the kind of organizational structure under which a merit system should be operated. A single director of personnel has sometimes been urged and at present this arrangement actually prevails in several important jurisdictions. This plan is hazardous in several respects and is probably, for most jurisdictions, inferior to the Commission plan. The Commission form may be slower of movement but it affords very important compensating safeguards. Experience seems to indicate that an unpaid Commission is better than a salaried Commission. When a salary is attached, the appointment of the commissioners tends to be immediately regarded as one of the political plums to be reserved for the faithful. If no salary is attached there is greater likelihood that appointments will go to persons with an unselfish interest in the public welfare. The unpaid commissioners tend to assume a role analogous to that of the board members of some of the best private agencies. They bring to the task the stabilizing viewpoint of influential laymen and they provide a channel through which government service is interpreted to the public. They should be empowered, of course, to select a paid executive secertary.

Research and Study

If any important gains in the extension of the merit system are made, there will be an urgent need for much material not now readily available. Even a personnel authority as firmly established as the federal Civil Service Commission makes no pretense of retaining a sufficient number of experts to set examinations for all of the varied types of positions it is required to fill. It not only relies upon specialists in other governmental agencies but also has established relationships with outside groups which assist in an advisory capacity with respect to positions within their respective fields. Wherever personnel authorities need assistance with respect to social work positions, the American Association of Social Workers should be equipped to advise authoritatively for the profession. Concretely this implies the creation of numerous sub-committees to assist in classification of positions and the formulation of examinations for the particular positions, such as psychiatric social worker, social work supervisor, medical social worker, etc. The work of these sub-committees should be correlated through a general committee in the interest of preventing gross disparities among the various branches of social work with respect to such important matters as salaries and qualifications. It is difficult to see even though we use such resource material as should emanate from the Civil Service Assembly and its new program, how these important tasks can be carried on effectively without a paid staff assigned especially to this work.

Immediate Considerations

The able paper on civil service presented last year by Kenneth Pray at the Delegate Conference of the AASW led to an endorsement of the "con-

cept" of the merit system. Obviously the next step is for this year's conference to translate that expression of faith into the elements of a concrete program, by means of discussion of both the promotional and pragmatic program activities that have been set forth.

PROPOSED INDEX OF PROVISIONAL SOCIAL WORKERS

I. INTRODUCTION

In establishing membership requirements, the purpose of the AASW has always been to set professional standards for the field of social work. Its members stand for the principle of increasingly higher standards and the Association's role in this is similar to the influence of professional associations in the early development of other professions.

There has been marked recognition of the standards set by the Association. These standards are employed in connection with key positions throughout the field, and a demand has been created for personnel with professional qualifications. Incidentally AASW members have benefited.

There are at present, however, not enough professionally qualified social workers to meet this demand. Therefore there exists today the necessary employment of large numbers of people ineligible to AASW membership.

Professional educational facilities are not expanded sufficiently to meet current demand for training. There is confusion in the minds of persons recently drawn into social work as to the character of professional education and the merits of various available training courses. Agency training programs are attempting to meet immediate agency needs only.

It is at present impossible to ascertain what proportion of the recently mobilized people in social work may be academically eligible to consider professional training, what proportion has demonstrated good capacity for social work and what proportion of these people may be desirous of professional status.

There is no minimum uniform standard that can be used as a guide to employment and employing organizations in the selection, reorganization and demobilization of sub-professional personnel.

These considerations are essential to the professional development of social work, the welfare of its clientele and the future prospects of personnel in social work. A plan which will set a minimum pre-professional standard and which at the same time may provide an index to some of these unknown factors related to the disproportion in professional and sub-professional social work personnel today should be sponsored by the professional association in the field, in order that effective national leadership and assistance may be provided for dealing realistically with personnel problems.

II. PROPOSAL

It is proposed, therefore, that the Association establish a uniform level of qualifications consistent with existing professional standards and which can be applied in the employment and re-employment of pre-professional personnel.

It is proposed that this be done through a plan by which individuals with certain minimum qualifications may affiliate with the professional association—as provisional social workers. The plan would permit these persons to constitute themselves a preferred classification of those now engaged in social work who are ineligible to AASW membership. It would permit the AASW to extend its program to embrace the professional needs of these people.

Voluntary formal application by persons who wish to declare their intention to qualify within a stated period of time for professional membership in AASW; and the acceptance of applications on the basis of the following requirements would constitute the establishment of the list of provisional social workers and their affiliation with AASW:

Requirements for Eligibility on the list of Provisional Social Workers: (all five following requirements shall be met)

1. The candidate shall at time of application be engaged in the performance of social work functions in a public or private social agency.
2. The candidate shall have had not less than two years' endorsed experience in one or more social agencies.

   Note A: Endorsed experience is interpreted to mean for this purpose creditable performance of not less than two years.
3. The candidate shall be academically eligible for professional educational work for credit.

   Note B: Academic eligibility is here interpreted to mean graduation from an accredited college as listed in the American Council on Education list of Accredited Higher Institutions.
4. No candidate shall at time of application be eligible for membership in the AASW.

III. ADMINISTRATION

1. Administrative devices for putting such a program into effect would be left to the Executive Committee. The following are suggested, however, as policies governing the program:
   (a) Endorsed experience could be defined as favorable evaluation of the candidate's performance by two accredited endorsers responsible for or intimately acquainted with the candidate's work; one endorser should be a member of the AASW. Accredited training courses could be substituted for any time-equivalent portion of the two years' experience; and in such case at least one endorser should be a person who could testify as to the professional courses taken by the candidate.
   (b) The candidate should pay a registration fee (estimated at $2.00 annually) to help cover the cost of maintenance of the roster.
   (c) A period, perhaps three years, should be decided on as the duration of the plan. This period could, of course, be extended as the Association determined.
   (d) Within a period of five years the registrant would be expected to qualify for AASW membership.
2. The index should be made available to employment agencies (in particular the Joint Vocational Service) and organizations.
3. The AASW should make *The Compass* and other material available to affiliated pre-professional persons. Chapters would be expected to consider their interest in connection with chapter meetings and other activities.

EMPLOYMENT PRACTICES IN SOCIAL WORK

(An abstract of the bearing of employment practices on development of social work programs, and of the AASW activities in this area. Drafted by A. G. Winters, Secretary of the Division.)

WHY should the AASW be concerned with the employment practices of social work? The original objectives considered for the formation of an organization of social workers included that of developing favorable working conditions for the social work practitioner. The primary objective, a progressive quality of professional service, is predicated upon quality of social work personnel, adequacy of their education and favorableness of their employment situation. Thus, program of the AASW directed toward achieving qualified professional service, of necessity, includes such features as evolving social work personnel qualifications, standards of desirable social work education and support of adequate employment practices. The Association interprets its function in the field of employment practices as being the promotion of those working conditions which will enhance to the greatest extent the quality of service by attracting qualified personnel, participating in progressive social work education and functioning under the most favorable employment conditions.

The AASW is also interested in employment practices because they affect the welfare of practitioners and because they relate to social work's concern with problems of living and working standards.

Individual and local origins of social agencies have delayed the development of generally recognized codes of employment practice. Sources of information are as scattered as agencies themselves, so that collection of information on current practice is too complicated and expensive for any resources available. Without definite standards of employment practices for social workers it has been difficult for the profession to establish an effective method of dealing with violations or grievances.

The emergency basis, on which the present vast federal and state social programs are organized is naturally destructive of sound employment practice. Temporary and emergent, an administration is unlikely to put stress on those organizational factors which are necessary for permanence and development. Long hours of work, arbitrary release of social workers, inadequate working conditions, inadequate protection of personnel and general staff insecurity, result from such planning and represent a serious threat to the programs themselves. Recognition that these programs, stretching out year after year, must be organized on the basis of long-time planning, is overdue. Employment practice is one of the important aspects of organization in which a change from emergency to long-time planning is essential.

The Association, through its Division on Employment Practices, proposes to define the criteria, values and standards of adequate employment practices. Action to date includes three projects:

To formulate the need for a fact finding agency which will secure regular and periodic information on employment practices in social work. Such an agency would supply accurate and comprehensive information on such subjects as the mobility of social workers, wages, hours of work, and so forth.

To reconsider the problem of Association procedure in cases of violations of fair employment practices.

To formulate and interpret standards of employment practices in social agencies, with special emphasis on early presentation to federal and state authorities, the need for employment practices which will be directed toward stable and developmental organization.

NATIONAL HOUSING PROGRAM

Housing will be an important part of the Public Works Program. While we do not yet know details, the Housing Committee of the Division on Government and Social Work presents these principles as essential to a housing program which is related to improved standards of living.

"The health of any community and its social and economic stability require the maintenance of a certain minimum standard of housing accommodation for all its families. The community cannot afford the continuing degeneration of the living standards, the discontent, and the expense thrown upon public services by the blighted areas and slum conditions which follow any failure to maintain such a standard in housing."

(From "A Housing Program for the U. S.," National Association of Housing Officials).

1. Social workers should be primarily interested in rehousing of the urban and rural low income groups because of the inability of these large groups to secure adequate, decent housing.

2. An adequate housing program will include:
   (a) the demolition of all unfit dwellings
   (b) the repair and maintenance of existing dwellings that meet accepted standards
   (c) the erection of new dwellings.

   Slum clearance does not necessarily result in the provision of low-cost housing or vice-versa. A slum clearance program which does not include provision for the housing needs of the displaced population is likely to result in the creation or perpetuation of other slum districts by simply shifting this population.
3. Rental for a proper dwelling for the low-income group should not exceed 20% or at the most 25% of the family's income. Efforts should be made to secure lower rentals by economies in land development, building construction, financing, management, etc., without sacrificing proper standards.
4. Reductions in rentals may be secured by the government if it
   (a) extends its credit at the lowest possible rate of interest,
   (b) lends as much as possible to a given project,
   (c) amortizes the loan on a long term basis,
   (d) makes direct grants to public housing.
5. Public and private social agencies should set definite minimum standards for the housing of families under their care.

(Editor's Note: The regular Housing column is omitted this month because of the necessity of devoting space to material having a direct bearing on the Delegate Conference. It will appear again in the February *Compass.)*

BETTER GOVERNMENT PERSONNEL

Finding 3,250,000 persons in public positions in 175,000 independent units of government in the United States, the Commission of Inquiry on Public Service Personnel recommends immediate improvement in the methods for improving the selection of persons to fill those positions.

The recommendations are contained in a report, "Better Government Personnel," published by Whittlesey House, New York. The report was made by the Commission, L. D. Coffman, chairman, Louis Brownlow, Ralph Budd, Arthur L. Day, and Charles E. Merriam. Dr. Luther Gulick was director of research.

Social work positions in public service comprise but a small portion of the huge total but the question of personnel selection is particularly important to the social work profession in this period of expanding governmental social services. A challenge to AASW is contained in the recommendation which states that certification by accredited professional associations and by legally established professional bodies, should be made a prerequisite for professional and technical positions.

Some of the general recommendations and special recommendations for immediate action are quoted from the report.

General Recommendations

A career service system should be established in the various governmental units, federal, state, and local, through the enactment and execution of appropriate laws, or through the development of existing personnel or civil service administration.

There should be developed in each of the larger governmental units an agency for personnel administration to render constructive personnel service instead of devoting its entire attention to the policing of appointments as has been all too common under civil service.

All positions involving any compensation or fees from the public treasury under any unit of government should be designated as falling in one or another of the following categories: (a) the political or major-policy determining group, which would include legislators, elected chief executives, appointed executives of the cabinet or sub-cabinet grade who are expected to share political responsibility with their chiefs, and in some cases the members of boards and commissions; and immediate private secretaries of such officials; (b) the judges, but not the court employees; (c) the military service; and (d) the general service.

The general service (which does not include elective officers, legislators, cabinet, sub-cabinet, some commissions, private secretaries, judges, nor the military service) should be placed on a career basis through subdivision, first of all, into career services but not into many classes as has been the past American practice.

The major classification of the general public service should be along the following lines: first, the administrative service; second, the professional and technical service; third, the clerical service; fourth, the skilled and trades service; and fifth, the unskilled service.

With the establishment of these career services on the basis of competitive entrance and advancement on merit, the salaries of the top positions should be materially advanced, and adequate retirement provisions should be made for each group.

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Recruitment to each one of the career services should be articulated with the American educational system and with the average age levels of young men and women who have reached the stage of education and development fitting them for the lower grades of the various services.

Certification by accredited professional associations and by legally established professional bodies should be made a prerequisite for all professional and technical positions to which this procedure is applicable.

Probation must be developed and utilized as a most important part of the selection process and not neglected as at present in practically all jurisdictions. A probationary period of service of not less than six months should elapse before an appointment becomes in any way permanent.

The vicious practice of evading the merit system through temporary appointments which are continued indefinitely must be prevented by stricter legislation and control.

The system of promotion is fundamental for the maintenance of a career service; it should therefore be a first duty of personnel officers, and of general administrators as well, to develop contacts between superior officers and subordinates, to encourage training in the service, to maintain service records, and to facilitate transfers, particularly during the early stages of a man's career, so that every employee may have a chance to advance, so that men of special capacity may be discovered promptly, and so that the petrification of personnel in stagnant and forgotten places may be prevented.

Public employees should be given security against dismissal or demotion for trivial, personal, religious, racial, political, or other arbitrary or extraneous reasons. Legislation thus guaranteeing tenure should not be enacted except in conjunction with (a) a system of recruitment, appointment, and probation which will insure the appointment of thoroughly capable persons only; (b) periodic service records with a procedure for transfer, adjustment, and reduction in pay with reduction of service; (c) the pensioning of superannuated employees; and (d) an adequate administrative procedure for discipline or discharge from the service.

Cooperation should be established between the federal personnel administration and the state and local administrations through such measures as the joint use of eligible lists, the joint preparation and conduct of examinations, and the development of technical studies.

In the states similar cooperation should be established as between the state and the local personnel agencies and there should be developed, either by the state or by the leagues of local governments, central technical services available to the units of government which cannot maintain complete personnel agencies of their own. The larger local government agencies should also be empowered to render personnel service at cost on a contractual basis to nearby smaller units of government.

Specific Recommendations

The extension of the federal civil service classification to include under the merit system such professional and skilled services of the regular departments as are now excepted.

The immediate extension of the federal civil service system to include as far as may be practicable the personnel of the existing federal emergency administrations, boards, and agencies.

The extension of the merit system under the supervision of the United States Civil Service Commission, wherever practicable, to the personnel of state and local government agencies receiving or expending federal funds, as a condition of the grant, with the power to utilize existing local civil service agencies which are able and willing to meet standards set by the United States Civil Service Commission.

The immediate repeal of section 213 of the Economy Act of 1932, which requires the discharge of one member of a married couple when both are employed in the federal service.

The repeal or amendment of all general provisions prescribing residence requirements or geographic apportionment of appointments.

The immediate establishment or designation in every governmental department or agency of adequate size, whether federal, state, or local, of a personnel officer, who should in the larger departments be freed of all other responsibilities.

The increase of the appropriations for personnel administration and the Civil Service Commission in the federal government and in state and local governments where this is necessary for the adequate maintenance of the merit system, as a step toward the ultimate development of a career service.

(Copies of the book, "Better Government Personnel," may be ordered through the AASW office, price $2.00.)